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ABSTRACT

Central Massachusetts Library Administration Simulation Project (CLASP) was a research project funded under Title II-B to develop and test a simulation model that would enable public library personnel to learn and practice skills of negotiation, decision making, budgeting, and program planning. A simulation model was developed and tested in a four-day workshop series in which 21 participants learned skills of program planning and budgeting. Suggestions were made that the model should encourage the participants to develop performance measures for self-evaluation of their programs; and greater emphasis should be placed on the relationship between community development and formulation of library goals and objectives. A schematic map of the six-town region and a photograph of the game board is included. A list of project participants, members of the advisory committee, a description of the play of the simulation game, a description of the alternative programs, and previous budget data sheets are appended. (Author/DS)

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PROGRAM PLANNING is the NAME OF THE GAME

Central Mass. Llurary Administration Simulation Project
July 1974 - June 1975

A research and development project
funded under Title 11-8 of the
Higher Education Act of 1965

Barbara F. Weaver, Project Director Barry R. Lawson, Model Developer

FINAL REPORT FIRST YEAR PROJECT

CLASP
(Central Mass. Library Administration Simulation Project)
July 1, 1974 - June 30, 1975

Funded under Title II-B Higher Education Act of 1965

Barbara F. Weaver Project Director



ABSTRACT

CLASP (Central Mass. Library Administration Simulation Project) was a research project intended to develop and test a simulation model that would enable public library personnel to learn and practice skills of negotiation, decision-making, budgeting and program planning. A model was developed and tested in a four-day workshop series with 21 participants representing large and small libraries, wealthy and poor communities, library administrators, supportive staff, and trustees. The project met two of its three objectives, in that participants did learn skills of program planning and budgeting, and that the model does provide a rewarding and enjoyable way for people to learn these skills. The third objective, to update the content and quality of continuing education curricula, awaits further refinement of the model for its achievement. Recommendations for improvements in the model include greater attention to having participants develop performance measures for self-evaluation of their programs, and greater emphasis on the relationships between community development and formulation of library goals and objectives. Nevertheless, the project has developed a model that combines the aspects of meeting community demands, preparing and justifying program and budget requests, and critically evaluating program success in a strictly training environment which is both open and entertaining.



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INTRODUCTION AND OVERVIEW OF PROJECT

CLASP (Central Mass. Library Administration Simulation Project) was a research project intended to develop and test a simulation model which would enable public library staffs in member libraries of the Central Massachusetts Regional Library System to learn and practice skills of negotiation, decision-making, budgeting and program planning. The model under development was based on preliminary work done in 1972 as a small part of a Federal grant under Title II-B of the Higher Education Act. The earlier model was intended for use only in an academic environment and required considerable development and modification to make it suitable for use by practicing librarians.

STATEMENT OF NEEDS

Professional librarians are confronted by a widening range of demands for library services in the communities they serve. Although there are basic services common to large urban and small rural libraries, there is a set of unique demands as well as opportunities for which the modern librarian must be prepared.

A subset of these unique demands emanates directly from the character of the community in which the library is located and often is met with frustration due to a lack of managerial or administrative experience to turn these challenges into opportunities effectively. Librarians accustomed to dealing with a middle-class, educated clientele for example, are forced into difficult positions when required to decide on priorities when faced with an influx of minority groups, the urban poor, or any similar large-scale change in the community.

In performance of administrative duties the selection of the annual program and budget to reflect and respond to these demands is a crucial and significant process. It is during this process that an awareness of both the community and the administrative system become essential. All too frequently the training programs for librarians, particularly in the more rural areas, have been insufficient to develop this awareness in libraries prior to their being faced with administrative responsibilities of this scope directly on the job. Moreover, a recurring problem for educators, including those in continuing education programs for librarians, is a lack of pedagogical tools, models and curricula to address these challenges satisfactorily.

Among the tools available are those of planning, programming and budgeting as applied to library administration. The application of PPBS has already demonstrated its effectiveness; it can readily serve as a basis for innovative curriculum approaches. It is an underlying thesis of this project that there is substantial promise for the development of an integrative model of library service in the community based on PPBS. Among the many advantages inherent in the simulation approach are the facts that an educational model of this type can:

by simplifying the complex administrative and social systems with which the librarian is faced promote greater understanding of these systems and their elements;

provide an opportunity for librarians to "learn-by-doing" by addressing issues and daily conflict and by testing alternative responses in a low-risk situation; and

exploit role-playing simulation uniqueness as an enjoyable medium for continuing education.

In-wrder to develop a model that would address these needs, the planned schedule called for data gathering to take place during the fall of 1974, model development throughout the fall and winter, and a full-scale test of its applicability to public library situations



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in the spring of 1975.

To insure that the model would actually reflect the needs of public librarians in Central Massachusetts an Advisory Committee composed of public library administrators, supportive staff, trustees and town officials met three times during the course of the project. Responsibilities of the Advisory Committee were to respond to and modify initially formulated objectives, develop criteria for participants in the simulation exercises, and provide background information on local community parameters and library services offered throughout the Region. Committee members represented large and small, wealthy and impoverished communities in Central Massachusetts. Appendix A lists members of the Advisory Committee, as well as members of the project staff team.

To assist the project director and model developer in evaluating the results of the project, the director engaged the services of two public librarians experienced in evaluation of educational programs. Their findings appear on pages 18-26 of this report.



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PROJECT OBJECTIVES

The project has a two-fold thrust in that it is a research project intended to develop a usable product, and in that the product itself must be designed to accomplish certain ends. For this reason, the project staff developed a set of objectives for the overall project, with a subsidiary set of behavioral objectives to be achieved by participants experiencing the model in a workshop setting. The Advisory Committee was asked to respond to these objectives and refine or change them in the light of their own experiences and felt needs.

Program objectives as finally approved were as follows:

- 1. To improve the ability of library administrators to meet community demands.
- 2. To upgrade the content and quality of continuing education curricula.
- 3. To develop a workshop model that will provide learning opportunities to librarians in the area of program planning and budgeting.

Objectives #2 and #3 were concerned with the development of the model, whereas objective #1 related to the effectiveness of the model. Therefore, the behavioral objectives developed related primarily to objective #1, which concerns the kinds of learning that would result from use of the model. These objectives were stated as follows:

As a result of the workshop participants will

- 1. have some experience in how a program budget is developed
- 2. be able to list some elements involved in decision-making
- be able to describe how some components of a community influence budgetary decisions
- 4. have learned some skills of negotiation, compromise, and collabration, including trade-offs (the political process)
- 5. be able to describe the elements of program planning



PLAN OF OPERATION

The project plan called for the project director and model developer to meet with the Advisory Committee on a regular basis to make sure that the model would in fact reflect current conditions and situations encountered in libraries. In addition the evaluation team met with the project director and model developer from the beginning to clarify objectives and establish methods.

Listing of scheduled events appears below?

DATE	EVENT	PURPOSE
September ., 1974	Meeting of Project Director and Evaluators (Project Staff)	To acquaint evaluators with project parameters and establish time table
October 3, 1974	Advisory Committee Mtg.	To set project objectives, define issues facing communities in Region, and establish criteria for participant selection
January 19, 1975	Meeting of Project Staff	To decide on project aspects to be evaluated, and set evaluation means
January 30, 1975	Advisory Committee Mtg.	To report project progress, to firm up participant criteria, and to recommend workshop dates and locations
March 24, 25, 31 April 1, 1975	Workshop Sessions	To test model
April 15, 1975	Meeting of Project Staff	To debrief workshop sessions, to provide evaluators with staff reactions to sessions, to decide on next steps
May 20, 1975	Advisory Committee Mtg.	To report on project achievements and to make recommendations for possible future actions

The Advisory Committee at its initial meeting was asked to develop criteria for selection of participants. Criteria suggested included:

interest, willingness to attend, possibility of participant teams to include perhaps the librarian and a trustee, consideration of present access to continuing education activities, and the necessity of proving interaction between small and large libraries.

The Advisory Committee meeting on January 30, 1975 provided further data for criteria for participants. The group felt that an ideal mix would be about one-third of the participants from the staffs of the larger libraries, one-third from communities between 10,000 to 35,000 and one-third from small towns. Those persons who would be interested, according to the group, would be members of the Central Regional Advisory Council, non-administrative staff in large libraries, head librarians and perhaps other staff in medium-sized libraries, librarians in small libraries, and trustees from any sized library. The group felt it was unreasonable to expect that anyone less connected with libraries would want to attend, partly because of the specialized subject of the workshops, and partly because of the large time commitment required. Constraints on attendance were felt lack of supportive staff to cover for people in small libraries, difficulty of

getting away, and the like. Letters of invitation were, however, sent to all libraries that are members of the Regional System.

The actual list of participants included 14% from Worcester, the largest city in the region, 33% from communities from 10,000 - 35,000 population and 52% of the participants from communities under 10,000 population. Of this last figure, 33% of the participants came from communities of 5,000 or less. Since most of the communities which belong to the Central Mass. Regional Library System are small, the population of the workshop reflected the library population of the region. Appendix B lists the project participants.

Mount Wachusett Community College in Gardner was chosen as the workshop site, in order to insure maximum participation by librarians from the northern part of the Region, which tends to have smaller communities and thus more libraries operating with a single, part time librarian. Gardner is within easy driving distance of most of the smaller towns. The College also is in a new facility having just been completed during the last year. The college officials were most cooperative and helpful, giving the project a large meeting room with ample electrical outlets for video equipment and electronic calculators, plus access to cafeteria, rest rooms and copying facilities. The first two workshops sessions were held on days when the college was not in session and the cafeteria did not provide meals; therefore on these days lunches for the project were provided by a caterer. On the final two days the services of the college cafeteria were used.



PUBLICITY

A factor considered of major importance in the project was the need to let interested groups and individuals know of the work being done in developing the simulation. Accordingly, a press release describing the project was sent to national library media as well as to library newsletters in New England and to local general interest newspapers. The release was also sent to publications in the fields of adult education, and simulation and gaming. Information from the release was printed in LJ Hotline, Library Journal, Simulation/Gaming News, and in local newspapers such as the Worcester Telegram. Inquiries have been received primarily from potential distributors of the proposed product, and from a couple of publishers of bibliographies on simulation games.

A brochure explaining the project was planned to be offered through the library media, however, since it appears that a package that can be distributed widely will not be available for at least another year, the brochure seems not to Fill a need at this time. Instead, a technical article describing the project and its activities to date will be written and hopefully published, after which reprints of the article can be made available.

Several of the workshop sessions were videotaped in the hopes that the tapes would assist potential users of the model to understand the procedure. An edited copy of the video taped material is included with this report, and additional copies are available for viewing on request to the project director.



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OPERATION OF THE MODEL

The model developed in this project is an extension and refinement of a model brightally conceived and constructed at the Department of Library Sciences, Wayne State University in 1972. The approach here has been to design a simulation game focusing on the role of librarians in six hypothetical communities ranging in size from slightly over 1 000 to 60,000 in population, and comparable in size and character to many of those in Central Massachusetts.

In the first stages of the project, the decision was made to test the refined model at a workshop series to which library administrators and middle level library staff would be invited. The model and workshop formats were designed to fit into four daily sessions, each session representing one year in the administration of a hypothetical library and the regional system to which it belonged. In the workshop the twenty-one participants (See Appendix B) were assigned roles, principally as librarians (three staff to each of the six libraries; three as staff to the regional library system), but also as representatives to the regional system and members of finance committees. Table 1 indicates the role(s) of each participant on any given day; each day all participants rotated roles within his/her library throughout the workshop. Therefore, each of the eighteen people in the six municipal libraries had at least one opportunity to be responsible for budget preparation and justification (head librarian), for participation in regional system program development (regional system representative) and for final budget decision-making (finance committee member).

During each "year" participants took part in a series of programmed activities as described add scheduled in Table 2. One of the vital responsibilities of the game leader was to prod players to maintain this schedule.

Table 1. Assignment of roles to workshop participants.

Workshop		Head Municipal	Ass't	Reg'l	Finance Committee
Participant	Library		Libr.		(to libraries)
1	A	x			
2	A		X	X	
3	A		X		X (DEF)
4	В	X			
5	В		X	X	
6	В		X		X (DEF)
7	C	Х			•
8	С		X	X	
9	С		X		X (DEF)
10	D	X			
11	D		X	X	
12	Ð		X		X (ABC)
13	E	X			
14	E		X	X	
15	E		X		X (ABC)
16	F	X			
17	F		X	X	
18	F		X		X (ABC)
19	Reg'l				
20	Sys-			Staff	
21	tem				

See Lawson, Barry R. "An Educational Simulation Model of Public Library Service .

Journal of Education for Librarianship, Fall 1973, Vol.14,no 2 pp. 96-106.



Mack

Task	Time
Receive End-of-Round Data Sheet Prepare Einal Budget Sheet for Round	upon arrival in a.m.
Begin Simulation	actur (Bart Dar Chan Bad (Bad (Bart play 1) (22) that Chan command Ambayan (mail clay to hook that they the they have they have been seen
Address Client Demands	10:00 a.m.
Regional System Meeting	11:30
Lunch •	12:00 noon
Receive End-of-Round Data on Program	
Attendance and Popular Service	12:30 p.m.
End Municipal Budget Preparation for Next Year	1.50
Submit Municipal Budget Request to Finance Comm.	2:00
Submit applications for Federal Grants to Game Administrator	2200
Submit Applications for State Aid to Game Administrator	2900
Start Budget Hearings	2:15
Announce Finance Committee Decisions	3:00
Announce Federal And State Grants	3:05
End Simulation	3:10
Review and Discussion of Play, Model	3:10
Adjourn	4:00

The physical layout of the workshop facilities reflected the desire to encourage open discussion of decisions weighed and made by each participant and role. For budget hearings, participants shifted roles temporarily and moved to outlying creas of the workshop room. In these budget hearings, head librarians presented and defended budget requests to finance committees composed of people who that day were playing subordinate roles in other libraries.

Figure 1 shows schematically the physical layout of the facilities. Figure 2 shows a photograph of the actual facilities and participants at work.

Set of Materials

Each participant and role was provided with a set of materials required for the training workshop. Among these were profiles of each hypothetical municipality and a floor plan of the available library facilities in each. A schematic map of the six-town region was laid out on a table around which play occured (See Figure 1). A three-page description of the steps in play facilitated each player's learning and understanding of the technical steps involved in the simulation. It was important for each to become accustomed quickly to these technical aspects of play in order that the maximum amount of time could be devoted to substantive tissues designed to confront each role during play. A copy of the three-page description appears in Appendix C.

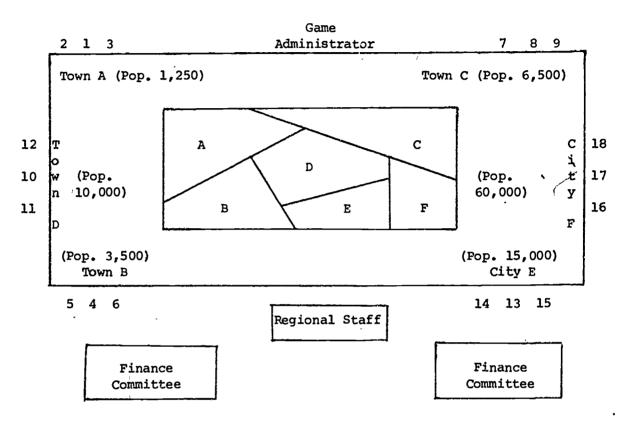
A series of technical sheets was provided for guiding administrative decision. A description of ten alternative programs (Appendix D) provided the basis for program planning. Previous budget and end-of-round data sheets (Appendix E) gave assistance in evaluating past performance and available resources. Client demand cards and news releases provided individual libraries with issue situations in a programmed but randomly selected basis (through a series of dice rolls) which required responses consistent with each library's operating program and budget constraints. While response decisions to client demands were discussed openly by all participants, head librarians were responsible for



Figure 1. Layout of Workshop Facilities

State Library
Bureau

Federal Library
Office



NOTE: Numbers around table refer to individual role participants

Figure 2. A view of participants during "client demand" portion of program





Τ.

final decisions on each, where appropriate, these responses were recorded on attendance boards (one per library) which registered the success of librarians in accommodating community demands with Budgeted operational programs. From this board (See Figures 5.7) it was possible for players and administrator to translate scores into the library s performance in attracting community attendance, and in using the available facilities and staff resources.

Example of client demand.

A group of young mothers approach librarian about the possibility of a summer reading program for their elementary school children.

- a. you say "sorry, but there were not sufficient funds in the budget this year for such a program."
- b. you suggest they enquire at one of the local day camps.
- c. you invite them to participate in SUMMERKIDS which you have scheduled for just such activities.
- d. other.

Figure 5. Program attendance board

A	P	.12	0	0	0	0	0	0	0	0	. 24	A	P	
t	е	.11	0	0	0	0	0	0	0	0	。22	t	e	0
t	r	.10	O	0	0	0	0	0	0	0	• 20	t	r	
е		。09	0	0	0	0	0	0	0	0	.18	е		SECUR
n	С	。08	0	0	0	0	0	0	0	0	.16	n	С	
đ	a	.07	0	0	0	0	0	0	0	0	. 14	đ	a	0
а	p	.06	0	0	0	0 .	0	0	0	ŋ	.12	a	р	
n	i	•05	0	0	0	0 -START-	0	0	0	2	.10	n	7	PUB
C	t	.04	0	0	0	0	0	0	0	0	08،	C	t	
е	a	.03	0	0	0	0	0	0	0	0	•06	е	a	
														0 0 0
						•				SU	M			Volunteers

PROGRAMS
(selected from program list)

As an example, if librarian was able to choose 'c above, he/she would move marker for SUM program from .10 to .12.

During the last two days of the simulation run, the workshop leader broke with the planned schedule slightly to highlight some technical aspects of the plan, program and budget system (PPBS) and to demonstrate how a hypothetical system could be established within the CLASP format. Using end-of-round data available from play, participants derived cost analysis and other performance measures such as circulation per volume, per cent increase in the number of volumes available, per cent increase in the municipal portion of the budget, and per cent increase in the library's total budget. It was demonstrated that through the calculation of these comparable figures for each library for each "year", more enlightened program and budget decisions could be made by participants, new goals adopted or old ones reformulated, and the circular process inherent in PPBS could be used to improve library service. One objective of this exercise was to present techniques which could be subsequently used in the librarians' real life professional position.

During the two final days of the workshop sessions, several of the activities were video-taped primarily as a record to supplement the final report, but also to assist participants in evaluating their participation in the decision-making process. An edited version of some of the videotaped sessions is appended to this report.

At the end of each day's final game session, time was set aside for participants to review the day's activities, to recommend changes they felt needed to be made in the following day s program, as well as to record their reactions to the session just completed.



Figure 6. Game Board. Note program attendance board at left.

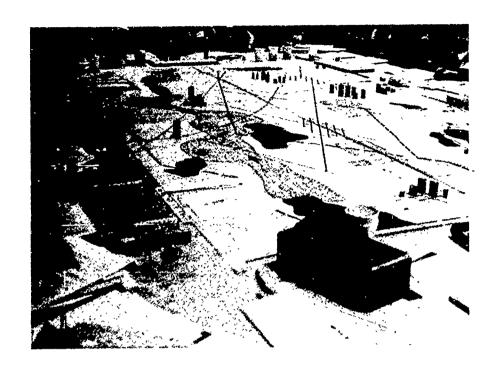
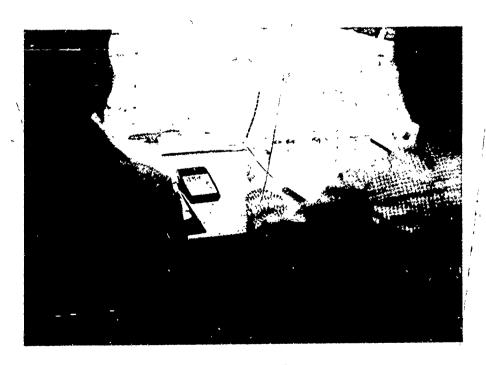


Figure 7. Closeup view of program attendance board for Town F.





EVALUATION OF PROJECT

A team of two evaluators was engaged to evaluate both the overall project and the effectiveness of the model as it was tested during the four-day workshop series. The evaluation team performed the following functions during the project

- 1. The Evaluation Team participated with the project staff in modifying and clarifying the objectives.
- 2. The Evaluation Team developed the framework by which the project could be evaluated.
- 3. The Evaluation Team served as skilled process observers during the project for the purpose of providing data which could be used as a basis for modifying the project as it progressed as well as gathering data which could be used if the project is continued.

The major sources of evaluation data are documentation reports of all planning and advisory committee meetings, personal observation by the evaluators, feedback to the project staff and evaluators during the workshop, and pre- and post-workshop questionnaires.

The pre- and post-workshop questionnaires were developed by the Evaluation Team from appropriate sections in the original proposal referring to the project objectives. These objectives were clarified modified and tested with the Planning Committee and the Advisory Committee. The questionnaires were distributed to all participants as one of the preliminary activities and as one of the final workshop activities. The response rate was 100% for the pre-test and only 57% for the post-test.

Both questionnaires provided space for participants to express themselves freely with regard to any needs they might have which were not alluded to in the questionnaire as well as to their actual experience in the workshop. Feedback sessions were provided each day to give participants an opportunity to express their reactions and feelings verbally.

The questionnaire was designed to provide quantifiable data along a five-point continuum with respect to specific skills associated with the project objectives. A copy of the questionnaire appears as Appendix F.

EVALUATION METHODOLOGY

Two evaluation methodologies were integrated and used by the Evaluation Team in evaluating CLASP, the CIPP (Context-Input-Process-Product) model and a model adapted from Scriven which refers to formative (process) and summative (product) evaluation.

The Scriven model emphasizes the distinction between formative (process) and summative (product) evaluation. In formative evaluation, the data is used to make judgments about what works about specific aspects of the on-going program. Summative evaluation is an assessment of the entire program, and thus may call for a completely different set of criteria for evaluation.

The CIPP model developed at Ohio State University2, defines four types of decisions which

Thompson, David D. ed. Planning and Evaluation for Statewide Library Development
New Directions. Columbus, Ohio Ohio State University, 1972.



-18- 1

Scriven, Michael, The Methodology of Evaluation. AERA Monograph Series on Curriculum Evaluation, No. 1, Chicago, Rand McNally, 1267, p. 10.

must be made during any meaningful cycle of project planning and implementation. These are planning decisions which determine objectives and set priorities; structuring decisions which project strategies for the achievement of those objectives, implementing decisions which are involved in executing the designs, and recycling decisions whereby achievements are measured against objectives and a determination is made whether to continue, modify or terminate a project.

The CIPP evaluation model makes provisions for obtaining evaluative data about each of the four types of decisions. Context Evaluation is the examination of planning decisions which specify major changes that are needed in a program. Planning decisions are of fundamental importance to any program and appropriate evaluation mechanisms should be maintained to provide information for the formulation of new objectives or the modification of existing ones. The Evaluation Team met with the staff and contributed to the refinement of the objectives and the change of program emphasis.

Input Evaluation is the examination of structuring decisions made about methods, content, organization, personnel, schedule, facilities and budget. They are the means to achieve the ends which have been established as a result of planning decisions.

Process Evaluation is the examination of implementing decisions which involve many choices regarding changes of ongoing procedures. The making and executing of implementing decisions comprise much of the responsibility of the program. Observations were made by a member of the Evaluation Team at each of the sessions. In addition, feedback from the participants, as well as process observations by the evaluators provided immediate feedback and suggestions as well as data for use in future simulations.

<u>Product</u> Evaluation is the examination of recycling decisions which are applied to determine the relation of attainments to objectives and to determine whether to continue, terminate or modify an activity. Product evaluation was based on data gathered through participant questionnaires and personal observation by members of the Evaluation Team. The criteria against which out put evaluation was measured was contained in the objectives of the project as originally developed and modified in Planning Committee and Advisory Committee meetings.

EVALUATION - MODEL AND RESULTS

(1) Context Evaluation - Contextual decisions are those that relate to the needs, setting goals and objectives and developing criteria for assessing performance. The data sources for contextual decision evaluation included the needs and assumptions around which the original proposal was based and the testing of those objectives with the planning and advisory committees.

The original proposal was based on a number of needs assumptions as follows:

- a. The modern librarian must be prepared for a set of unique demands as well as opportunities.
- b. Librarians accustomed to dealing with middle-class, educated clientele are forced into difficult positions when required to decide on priorities.
- c. Essential that librarians have an awareness of both the community and the administrative system in developing annual programs and budget.
- d. Training programs for librarians particularly in rural areas are insufficient to develop an awareness.
- e. Recurring problem for educators is the lack of pedagogical tools, models and curricula to address these challenges successfully.
- f. PPBS can serve as a basis for innovative curriculum approaches.
- g. There is substantial promise for the development of an integrative model of library service in the community based on PPBS.



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h. Advantages of the simulation approach

(1) simplifying complex administrative and social systems

(2) provide an opportunity to learn-by-doing

(3) exploit role-playing simulations uniqueness as an enjoyable medium for learning

These needs assumptions were tested both with the Planning and Advisory Committees. The Evaluators helped to clarify the objectives based on these needs and to develop the behavioral objectives against which the project would be evaluated. The Advisory Committee, which included persons other than librarians, found these needs to be valid within their own experience.

(2.) <u>Input Evaluation</u> - Input decisions provide information relating to program structure including alternative strategies for implementing program objectives. It also answers who does what - when.

The assumption of the project was that the simulation model offered a fruitful structural model for attaining the objectives. Input from both the Planning and Advisory Committees, therefore, was limited to specific emphasis within the model. The Advisory Committee in the opinion of the Evaluators was extremely helpful in providing a more specific focus for the game director with regard to issues such as communication, cooperation, the library's response to change, the role of the library with relation to financial constraints. In the opinion of the Evaluators, the information generated by the Advisory Committee aided greatly in refining the model.

(3.) <u>Process Evaluation</u> - Process Evaluation is defined as examining the progress of the program with respect to whether or not it is going as planned and whether it needs modification.

Process Observations - Participants seemed cordial and relaxed on arrival helped by the fact that most knew each other.

The skill of the game director was evident as soon as the session was called to order. The introduction was relaxed, good-humored and helpful, with a norm established immediately of feedback in the form of participant questions. Personal style and familiarity with the game was obviously an integral part od the success of the workshop. To test the transferability of the game to other situations, it should be tried with different leadership. (The game director was the person who developed the model.)

The introduction included a rundown of the day's schedule, including the time scheduled for a feedback session helping the participants to see how the program was integrated. Barry provided process interpretations throughout the game and suggested that through a competitive spirit, participants would learn program planning process from one another. Barry's description of the process was as follows: What is our goal? How do we get there? By what criteria will we know when we've succeeded? How will we evaluate what we've done?

A question was raised with the participants early on and repeated on several occasions as to their choice of community roles. Most picked communities with profiles similar to their home community. Opportunities were provided throughout the game to change community roles but no one did.

The decision-making process on day one was extremely awkward for the Regional meeting. Barry offered suggestions of alternative decision-making processes, but the group never made a decision on the process they would use. By default, voting became the process used which remained the same throughout the game. One participant registered a complaint to the Regional meeting that the options were not presented adequately prior to the vote.



It took some time also for the Regional people to develop a strategy on their relationship to member libraries. By the third day they divided the tasks among the role's participants and observed certain libraries' activities for community needs. Participants felt the role of regional staff needed more clarification as well as more delineation of the regional program. They asked for a regional profile similar to that provided for the libraries as well as a game board for the region.

The regional meetings debated program priorities on days one and two but on day three stayed with the previous day a decision-making. A question was raised about the process of decision-making and whether or not there should be some kind of proportional representation since the large lity pays more but doesn't necessarily use more services.

Feedback - During the feedback sessions at the end of each day comments we're made by the participants regarding both the content of the game as well as the process.

The game was structured so that libraries were impeting with one another with the community finance board. Most participants felt that it was unrealistic in pitting one library against another at the local level. Librarians playing trustees and trustees playing librarians however, got a real feeling for each other's problems and how each is perceived by the other.

Since there were many librarians participating from very small towns, many felt that the level and sophistication of the program planning and budgeting process was unrealistic for them. Many also felt that more learning would have taken place if participants had played roles different from those at home.

Participants saw as the purpose of the experience consciousness raising about program budgets. Participants found value in interaction with other participants and learned to think in terms of client demands and got an understanding of long range planning, evaluation of services and learned new ways to detend their budgets.

Participants felt that the experience was richer because of their own experience although some expressed a wish that graduate schools had taught this way and that they had had an experience like this earlier in their careers.

Conclusions - The Evaluators felt that the program went as planned. The game provided a rich learning experience for the participants. Modifications suggested by the participants although not immediately introduced, because of the time contraints in recalibrating a simulation will be suggested as refinements to the model for the next simulation.

(4.) Product Evaluation Product Evaluation is the report of the project results whether or not the objectives of the project were reached what modifications were discovered that would result in new objectives being developed and whether the findings are transferable. Data used for product evaluation include the pre- and post-workshop questionnaire the project objectives the last day feedback session and the follow-up planning and advisory committee meetings.

Four questions were used in the pre and post-workshop questionnaire reflecting the kinds of skill related to the objectives. These included skills of program planning and budgeting, decision-making, negotiation and compromise. Because only 57% of the post-workshop questionnaires were returned comparisons will be made on a percentage basis only.

Skills of PPBS	Pre Test	Post Test
I. High	1	
Many	3	6
Some	_ 6	5
Few	2 J 8	ĺ
No	2	•



2.	Skills of High Many Some Few No	decision-making	Pre-Test 1 6 10 4	Post-Test 1 7 5
3.	Skills of High Many Some Few No	negotiation	3 2 9 7	5 3 2 2
4.	Skills of High Many Some Few No	compromise	- 7 3 6 4	6 4 - 2

Question one was designed to assess the skill level of participants with regard to program planning and budgeting. Elements of program planning and budgeting were defined as the ability to work through a problem-solving process and to develop a budget which bears specific program relationships. Percentage comparisons of participants' perceptions of their skill levels are as follows:

	Pre	Post
Hıgh	5%	~
Many	15	50%
Some	30	41
Few	40	8
No	10	

The pre-test reveals that approximately 50% of the respondents felt that they had few or no skills in program budgeting while 50% felt they had some, many or high skills. The post-test reveals that as a result of the workshop, 91% of the respondents had some or many skills whereas only 8% had few skills while no one felt they had no skills.

Question two was designed to assess the skills participants felt they had with regard to decision-making. Decision-making was defined as the ability to set priorities, imake and modify decisions as a result of new information based on changing community demands.

High	4%	7%
Many	29	53.8
Some	48	38.4
Few	19	-
No	-	-

The pre-test reveals that 33% of the participants felt they had high or many skills in decision making whereas 60.8% of the respondents in the post-test felt they had high or many skills. 48% of the respondents in the pre-test felt they had some skills while 38% felt they had some skills as revealed in the post-test. In the post-test no one felt that they had either few or no skills.

Question three asked participants to indicate their perceived level of skill with regard to negotiation. Negotiation was defined as the ability to effectively transmit and receive ideas with others, individually and in groups and the ability to present a proposal to superiors or approval bodies (e.g. trustees or finance committees), to sell a budget and the ability to persuade and negotiate for such approval.



	Pre	Post
High	14%	41.6
Many	9.5	25
Some	42	16.6
Few	33	16.6
No	~	•

The pre-test reveals that 14% of the respondents felt that they had a high level of negotiating skill while as a result of the workshop 41.6% of the participants felt that they had a high level. In contrast, the pre-test showed 33% feeling they had few skills while 16.6% of post-test respondents felt they had few skills.

Question four asked participants to indicate their skill level with respect to compromise. Compromise was defined as the ability to revise and modify a proposed budget by involving members of groups affected.

High		₩	•
Many		35%	50%
Some		15	33.3
Few	1	30	•
No		20	16.6

Both pre- and post-tests revealed that none of the participants felt a high level of skills of compromise. 35% of the pre-test respondents indicated they had many skills while 50% of the post-test respondents so indicated. 20% of the pre-test respondents while 16.6% of the post-test respondents felt they had no skills.

The fifth question asked participants to list other learning objectives and/or skills they would like to improve on. The responses on the pre-test indicated that participants wished to learn more about how to assess community needs, how to set priorities, skills in personnel development to reflect changing programs and budgets and in one case how to persuade the trustees that the librarians should be involved in the budgeting process.

The post-test responses to question five centered around skills participants would like to have had emphasized during the workshop as well as suggestions of ways to improve the game. Some participants wished for more emphasis on budget preparation including more program evaluation. Some wished to see more emphasis on the skills of involving library boards as well as a better role within the game for the finance committee.

For some participants, the game introduced them to a new way of thinking about budgets, the role of state and federal agencies and the general question of accountability on the local as well as state and federal level. Some would like to play the game again.

The following is an assessment by the evaluators of whether or not the project objectives were met and why.

The first objective of the project was to improve the ability of library administrators to meet community demands. The assumption here is that by learning better skills of program budgeting based on the needs of the community the librarian will be better able to meet community demands.

The results of the pre- and post workshop questionnaire indicates that many participants felt that their skills of program planning and budgeting, decision making, negotiation and compromise had improved.

During the feedback sessions, participants indicated that they had been exposed to a new way of thinking and had gotten a handle or tool with which to examine their own library program and budget priorities.



The evaluators feel that in general, the project met its goal of improving the ability of administrators to meet community demands.

The second goal of the project was to upgrade the content and quality of continuing education curricula.

Many participants had limited experience with continuing education other than one-day workshops conducted within the region on specific issues relating to librarianship. No one in the group had ever experienced a simulation before. Participant reaction and feedback was generally positive but because their experience is limited it is hard to generalize about how well this objective has been met. The Evaluators feel that with second-vear funding for the project now assured that further data will become available to test this objective.

The third goal of the project was to develop a workshop model which will provide learning opportunities to librarians in the area of program planning and budgeting.

Much of the feedback particularly the last day revealed participants comfort with the model. The comments revealed that for many the experience provided a relaxed and a more open way to learn, more understanding about client demands as they relate to program budgeting. Additional comments to the staff, evaluators and the post-workshop questionnaire revealed that the participants perceived that they had learned a great deal and were convinced that the role playing model provided a rich and enjoyable way of learning.

The evaluators concluded that the project met its third objective.

Behavioral objectives related to the above objectives included

1. Participants will have some experience in how a program budget is prepared.

The evaluators concluded that this objective was met. Data in support of this conclusion includes participant level of involvement in the play of the game as observed by the evaluators and feedback.

2. Participants will be able to list some elements involved in decision making.

The pre- and post-workshop questionnaire showed that participants to some degree feel that their skills of decision-making have improved. The evaluators intend to further test this objective with a follow-up questionnaire to the participants which will measure long-range impact of the workshop.

3. Participants will be able to describe how some components of a community influence budgetary decisions.

Participants have been able to describe verbally their new awareness of how community components influence decision-making.

The evaluators conclude that this objective has been met.

4. Participants will have learned some skills of negotiation, compromise and collaboration including trade-offs (the political process).

The evaluators conclude that the pre- and post-workshop questionnaires indicate that participants have learned some new skills in this area. Verbal feedback indicated that participants have also learned more precise definitions of the terms indicating to the evaluators an over-optimism in assessing skills in the pre-test.



Participants will be able to describe the elements of program planning.

It is anticipated that this objective will be further tested in the follow up questionnaire. However, feedback indicated that few if any participants would be able to list elements of program planning. The evaluators conclude, therefore, that this objective was not met although admitting that hard data is lacking at this time.

The foregoing was reported by the evaluation team as its official observations of the project. In addition, there were a number of aspects of the project that provided input for future improvement of the model. Some of the most significant of these are highlighted below, and will be the subject of planned revision for subsequent reruns and tests of the CLASP model.

One oversight in the workshop model was the omission of more formal procedures for the operation of the simulated regional library system. It was clear from the beginning of the exercise that more attention to the details of its program development process and its available resources would have facilitated the participants identification process.

Second, the learning process may well have been enhanced for all the participants if the selection of roles for individual participants had been done on a random basis. In the workshop each participant was given a choice of the hypothetical library he/she wished to work in. Many selected a library whose characteristics resembled their real-life situation. While this had some advantages in terms of facilitating role identification, the designers felt that it also inhibited several participants from attempting "new" strategies or thoroughly challenging the opportunities afforded by the simulation. Several librarians had resources to work with which were too similar to those to which they were accustomed. Having fewer (or more) resources than in real life might have encouraged low-risk experimentation to a greater degree during the simulation.

One of the more rewarding surprises was the degree to which the participants developed innovative responses to the client demands presented to them. Each card presented a situation to which a response was required (see example, page 15). Three to four possible responses were provided in a multiple choice format to the librarians along with an open option simply called "other". Because of the years of experience of the average participant in addressing similar demands, a wide variety of good responses were made, utilizing the open-ended option more often than had been anticipated. Whether this observations would be repeated in a run of the model with library science students, awaits testing with such a group. The conclusion, however, for the designer is that as much flexibility as possible should be allowed in the model for participants' responses influenced by their level of experience.

A similar point is raised when evaluating the program and budget formulation stages of the simulation. While most of the participants had little real-life experience in budget preparation, most had some experience in putting a program into operation. For such a group, one possible modification in the simulation would be to increase the opportunity for innovation in the design of programs, while maintaining necessary contraints on parameters such as program cost and the use of other resources to maintain a format needed for accounting player actions and permitting feedback necessary for PPBS development and play evaluation.

With respect to the PPBS aspect of the simulation, it was clear that more pressure should have been placed on participants to prepare a program budget and to develop performance measures for self-evaluations of their selected programs. While participants were taken through the rudiments of such an exercise, insufficient attention was paid to learning-through-doing in this portion of the simulation.



Improvements can also be made in the process of reviewing prepared annual budgets. The system of the players reviewing the budget submissions and defenses of their peers provided ample opportunity for negotiation and compromise experience. Unrealistically, however, the compromises made were most often trade-offs among programs of competing libraries rather than compromises among different departments of municipal government. It is now felt that a redesign of this portion of CLASP could provide a more realistic field of battle for the participant.

Contrary to original model design objectives, little use was made of the geographical features of the six "towns" displayed on the playing surface in front of each role (in roughly a scale of 1 =800). Two kinds of issues which could be utilized more thoroughly as the model evolves are those related directly to the physical development of a town (e.g., new industrial development, the construction of new schools, highways etc.) and the possible expansion of old (or construction of new) facilities for the municipal library itself. This emphasis on the board would permit more serious consideration of the relationship between community development and the formulation of library goals and objectives.

The above are only the most obvious of the areas where additional attention must be focused as the CLASP model evolves. Projected testing with several different user groups will provide opportunities to try design modifications and will likely bring to the surface other areas where improvements can and should be made. Despite the room which necessarily exists for these improvements, a model now exists which combines the aspects of meeting community demands, preparing and justifying program and budget requests, and evaluating critically program success in a strictly training environment which is both open and entertaining for public library officials and students.

Among the next steps is continuing model refinement and testing in the interests of developing a training simulation which can meet the needs of various groups related to the field of library science and which has the flexibility to be easily administered by this variety of groups.



CONCLUSIONS AND RECOMMENDATIONS

As the project progressed, it became obvious that the people who were attracted to participating in the exercise were people who were already involved to some extent in an administrative role within their libraries, and people who were already motivated to learn. If the model is to be usable as a primary educational tool for practicing librarians, it will have to be revised so that it will appeal to a broader group, and so that the effect, however beneficial, of the workshop leader will be minimized.

For these reasons, a second-year of model development and testing is planned, to include refinement and condensation of the exercises, testing in several different library environments and finally, a pilot test using practicing librarians as workshop leaders to determine how extensive a set of operating instructions is necessary.

It is hoped that a packageable product will result from the second-year effort, although an actual package in sufficient quantity for wide distribution is not possible within the financial constraints of the project. In addition to the press releases and technical article to be written concerning the project, it is also planned to conduct a demonstration session of the model, hopefully at a major convention such as that of the American Library Association to give an opportunity for library personnel nationwide to see the results of the project and assess its usefulness for their home situation.

APPENDIX A ADVISORY COMMITTEE AND PROJECT STAFF

Advisory Committee

Peter Boyer Town Hall, Elm Street, Southbridge, MA

Marion Everett Hubbardston Public Library, Hubbardston, MA

Norma Haynes Hudson Public Library, Hudson, MA

Christine Kardokas Worcester Public Library, Worcester, MA

William Kennedy Town Hall, Main Street, Holden, MA

Jane Peck Worcester Public Library, Worcester, MA

John Ramsay Ritter Memorial Library, Lunenburg, MA

George Walker 135 Central Street, Auburn, MA

Elizabeth Watson Fitchburg Public Library, Fitchburg, MA

Project Staff

Project Director
Barbara F. Weaver, Worcester Public Library, Worcester, MA

Model Development
Rarry Lawson, Harvard, MA
Juliet Sanger, Harvard, MA

Evaluation
Eleanor Arthur, Bedford, MA

Marcia Lowell, Framingham, MA



APPENDIX B

LIST OF PARTICIPANTS

<u>Participants</u>	Library	Position
Cynthia Baird	Leicester Public Library	Head Librarian
Beverly Camp	Stevens Public Library, Ashburnham	Head Librarian
Natalie Cramer	Shrewsbury Public Library	Sr. Library Asst.
Janet Celluci	Hudson Public Library	Assistant Lıbrarian
Claire Eaton	Boylston Public Library	Head Librarian
Marion Everétt	Hubbardston Public Library	Head Librarian
Anne Giblin	Worcester Public Library	Branch Librarian
Lois Greenwood	Winchendon Public Library	Treasurer, Board of Trustees
Leslie Harvey	Bolton Public Library	Head Librarian
Delight Haines	Petersham Memorial Library	Head Librarian
Janice Hight	Northboro Public Library	Chairman, Board of Trustees
Bob Hull	Leominster Public Library	Adult Services Head
Christine Kardokas	Worcester Public Library	Head of Branch and Extension Services
Barbara King	Jacob Edwards Library, Southbridge	Head Librarian
Irene Mattila	Westminster Public Library	Assistant Librarian
Bonnie O'Brien	Worcester Public Library	Branch Coordinator
Geraldine Page	Hubbardston Public Library	Chairman, Board of Trustees
Kathleen Peterson	Gale Free Library, Holden	Library Assistant
Helen Pierce	Berlin Public Library	Head Librarian
Susan Therriault	Millbury Public Library	Head Librarian
Frances Turner	Levi Heywood Memorial Library, Gardner	Assistant Librarian

Participant/Guests

Arlene Hope Program Officer U.S. Office of Education, Boston
Howard Lowell Senior Specialist Bureau of Library Extension, Boston
Joseph S. Hopkins Head Librarian Worcester Public Library



APPENDIX C STEPS IN PLAY

Your Objective

to provide the best library service possible for your town, your performance can be affected by

- (a) yourchoice of special programs in anticipation of community demands
- (b) yourability to select programs and to prepare/defend a municipal budget which you feel is necessary to provide such service
- (c) your ability to influence decision on regional programs
- (d) your ability to prepare-submit application for federal grants

Remember "it's always better to be lucky rather than good."

Steps

- (1) Familiarize yourself with town and librarian profiles, library plan, and setting of town in region (see large map on playing table). For heaven's sake, relax! We'll take our time the first round so we'll all feel comfortable with the remaining technical aspects.
- (2) Read the <u>Daily CLASP Schedule</u>, recognizing that time constraints will have to be met. You will soon see that it is wise to think ahead and share duties between the players in your library. Questions of clarification can be made of administrators at any time; of course, you may consult with any other participant at any time too. The tempo of play will be continued by the administrators. Each participant will have an opportunity to play the three roles of head librarian, regional representative and Library Board Member.
- (3) Become familiar with the programs you may select for your library and their cost to you (each library is different). Notice the costs of programs provided through the regional system. For the first round, the only budget decision which must be made is the selection of programs for that round. One set of volunteers can be used with any program, thereby reducing that program's cost by 50%. Volunteers can not be utilized for regional programs, nor for SECUR or PUB.
- (4) Review the budget sheet for the next round, noting the sources of income and the present level of expenditures. Note: Maintenance and Administrative costs will remain the same from one round to the next unless some unusual event occurs and is so noted by the Administrator. SECUR and PUB are always options open to the librarian, but decisions on these items (as all others) must be made prior to start of simulation play. Note also: The average cost of books/periodicals is \$5.99, and a minimum of \$3.50 is required for book processing.

The following minimums also apply to:

Circulation - adult - \$.05

children - \$.05

Reference - adult - \$1.50

children - \$1.00



-30~

If the amount budgeted falls short of the minimum necessary for the round popular service figures will decrease (reflected on end-of-round data sheets).

- (5) You will want to check the end-of-round data sheet each round to become just that much more familiar with how well you're doing with the services you are providing and other miscellaneous information of use. This data will be the basis for any cost analysis or program evaluation you will want to undertake.
- (6) The wooden attendance board will permit you to record for all participants to see the attendance and use of the services you have provided your community. Blue programs are those which meet once per month and are located successively from the left hand side of the board. Red programs are held once per week and are located successively from the right hand side. Each time a client demand can be met with a program in your library (local or regional) a peg is moved one space up on the board. Regional programs, incidentally, are distinguished by a solid color block. There are slots for PUB, SECUR and the storage of unused sets of volunteers.
- (7) And just like that we're almost ready to begin play for the next round. In the first action, each library, in turn, will roll the dice to determine what demand will be made on it by a client. Read it aloud: Most of these are straight forward, although there are unusual events and some 'news' items which can occur. Here's where your keen sense of anticipation and preparation comes in as well as your finely honed out-and-out luck. Just remember each succeeding client demand (which must be answered within two minutes) will tell you more and more about your community, after ten rolls per library per round you should be in better shape for preparing
 - rolls per library per round you should be in better shape for preparing a program and budget for the following round. Oh yes, there's a small sheet called Client Demand/Responses, which should be filled out as responses are made.
- (8) At the latest, 90 minutes after the start of "client demands', a regional system meeting is held. Anyone may attend but there is only one vote (and one primary spokesman) from each library. Decisions here are based on recommendations of the head of regional services, of course, in consultation with each library's representative.
- (9) Lunch is noon sharp, although politicking, budget preparation and federal grant and state aid applications can be undertaken at the same time. Go out for a walk if you wish. While this is going on, the administrators will be putting together some "feedback" to each library on its success in meeting client demands (in the form of attendance, circulation and the like). This feedback will be available in about 30 minutes.
- (10) The second half of the simulation deals with program and budget preparation. Each library will have 60 minutes (minimum) to prepare municipal budget requests, federal grant and state aid applications which must be submitted according to schedule. The forms are provided and must be filled and signed. Supplementary material may be appended. Each head librarian will have 5-10 minutes to defend her/his budget. By the way, the Finance Committee is comprised of functionaries from other libraries. It's not a bad idea to find out who's on your committee each round.
- (11) At the end of the budget hearings announcements are made on municipal, state and federal grant monies to all libraries and the regional system. That will about do it for the simulation.



- (12) Between now and the beginning of the next round, each library must prepare its final working budget to show specifically how money will be spent. Sorry, no changing final budget after client demands have started.
- (13) Of course you've been relaxed all day, but at the end of the simulation activities you can really let your hair down and blast your enemies, partners, the simulation designers, or just plain rap about decisions that were made and why. The administrator will lead this period, but only loosely. By the time this is over (30-45 minutes) you'll be ready for attitude readjustment. You're on your own.

After the first day, librarians will be expected to put together a more "dignified" program and budget request complete with goals, bbjectives, alternatives, criteria, performance measures, efficiency indicators and evaluative statement. Some hints are included in readings, but the primary approach will be reflected in justifications of your proposed program to the Finance Committee. They, after all, are the ones whom you are trying to influence.



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	pregrams, lectures, films to adult community.	Regional	12,000 +	300	200	400	909	800	3,000
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	pre-scheelers and those in the lever grades.	Regienal	12,000 +	100	200	400	009	800	3,000
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	for elder people, and other pregrams at the library.	Regional	12,000 +	100	200	00+	909	800	3,000
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	wided in the area, with referral help if needed.	Regional	12,000 +	100	200	400	009	800	3,000
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	previded during summer months for children.	Regional	12,000 +	100	200	400	009	800	3,000
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	eific ning.	Regional	12,000 +	100	200	400	9009	800	3,000
VOMANTEO	are ap	Lecal	Ħ	400	800	1,600	2,400	3,200	12,000
	vener educationally.	Regional	12,000 +	100	200	400	009	800	3,000
TOUMGPRO	Service that provides	Local	XX	400	\$00	1,600	2,400	3,200	12,000
	te teenage population	Regional	12,000	100	200	00 1	009	800	3,000
SECUR	Security Guard whose task is to keep order and protect building.	Lecal (only)	Ħ	2,000	2,000	2,000	2,000	2,000	
FUB	Service previded to help with publicity, often in comjunction with Friends of Library activities.	Local (only)	xxx			**	\$.10 per ce	capita	



C L A S P

Library

BUDGET SHEET

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APPENDIX F

PARTICIPANT QUESTIONNAIRE

The following list reflects the types of skills that were considered in designing the CLASP Project. Please check the most appropriate response, based on your judgment of the skills you now possess.

SKILLS

 Skills in the program planning and budgeting process

> The ability to work through a problemsolving process and to develop a budget which bears specific program relationships.

2. Skills of decision-making

The ability to set priorities, make and modify decision as a result of new information based on changing community demands.

3. Skills of negotiation

The ability to effectively transmit and receive ideas with others, individually and in groups and the ability to present a proposal to superiors or approval bodies (e.g. trustees, finance committees) to sell a budget and the ability to persuade and negotiate for such approval.

4. Skills of compromise

The ability to revise and modify your proposed budget by involving members of groups affected.

5. Please list other learning objectives and/or skills which you would like to see addressed in the workshop. I HAVE

A high level of skill

Many skills Some skills Few skills No skills

A high level of skill

Many skills Some skills Few skills No skills

A high level of skill

Many skills Some skills Few skills No skills

A high level of skill

Many skills Some skills Few skills No skills

